DOCUMENT RESUME

ED 130 447 80 EA 008 832

AUTHOR	Van Voorhees, Curtis
TITLE	The Imperative of Leadership. Volume II, Number 5. A Report on Community Education.
INSTITUTION	National Association of State Boards of Education, Denver, Colo.
SPONS AGENCY	Bureau of Elementary and Secondary Education (DHEW/OE), Washington, D.C. Div. of State Agency Cooperation.; New York State Education Dept., Albany.
PUB DATE	Nov 76
NOTE	21p.
AVAILABLE FROM	National Association of State Boards of Education, 810 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80295 ($1.25)
EDRS PRICE	MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS	After School Programs; Board of Education Role; *Community Education; Community Schools; *Educational Philosophy; School Community Programs; *School Community Relationship; *State Boards of Education
IDENTIFIERS	Elementary Secondary Education Act Title V; ESEA Title V

ABSTRACT

This booklet is one of a series of reports addressing the most critical issues confronting state boards of education throughout the United States. Each report attempts to present a concise, informative review and analysis of the best and most current information available on one of these critical topics. This booklet focuses on community education and the use of school facilities to meet the needs of the entire community. Section 1 contains a brief overview and summary of the booklet; section 2 presents a review and analysis of the educational philosophy behind community education and strategies for developing community education programs by Curtis Van Voorhees; section 3 presents a number of action alternatives recommended by the staff of the National Association of State Boards of Education; and section 4 contains footnotes and a brief annotated bibliography prepared by the author of section 2. (Author/JG)

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THE IMPERATIVE OF LEADERSHIP

Volume II, Number 5

A REPORT ON COMMUNITY EDUCATION

NASBE

EA 008 832

This report represents Volume II, No. 5 in NASBE's *Imperative of Leadership* series, made available with funds provided by ESEA, P.L. 89-10, Title V, Section 505 through the State of New York. Volume I contained the following reports sent free-of-charge to all NASBE members: *Educational Governance* (No. 1); *Reforming School Finance* (No. 2); *Strengthening and Improving Relationships Between State Boards of Education and Legislators* (No. 3); *Accountability and Assessment* (No. 4); *The Education of Disadvantaged and Minority Children: A Multicultural Perspective* (No. 5); *The Planning, Improvement and Governance of Vocational and Vocational-Technical Education* (No. 6).

Volume II contains to date: *Declining Enrollments* (No. 1); *Developing Consistent and Cooperative Constituency Linkages* (No. 2); *Developing Board Agendas that Focus on Policy* (No. 3); *Developing Effective and Visible State Boards of Education* (No. 4).

Volume II, No. 1, on *Declining Enrollments* was published with funds provided by the National Institute of Education (NIE). Volume II, No. 8, on *Preventive Health Education* will be funded by the Department of Health, Education and Welfare, Center for Disease Control, Atlanta, Georgia.

Single Copy, Vol. I, Nos. 1-6 ..... $1.00
Single Copy, Vol. II, Nos. 2-8 ..... $1.25

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A REPORT ON
COMMUNITY EDUCATION

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PREFACE

This report on *Community Education* is fifth in a second volume of reports on timely issues of concern to State Boards of Education. Publication of these *Imperative of Leadership* reports is made available to all NASBE members with funds provided by the Elementary and Secondary Education Act of 1965 (ESEA, Public Law 89-10, Title V, Section 505), through the State of New York.

The first report in this volume, on *Declining Enrollments*, was published with funds provided by the National Institute of Education (NIE). Other reports on the following topics are being published in this series of issue packages:

- **Developing Consistent and Cooperative Constituency Linkages**
- **Developing Effective and Visible State Boards of Education**
- **Developing Board Agendas That Focus on Policy**
- **Community Education**
- **Career Education**
- **Alternative Methods of Teacher Certification**

An eighth issue package, on ***Preventive Health Education*** will be published early next year, and is being funded through the Department of Health, Education and Welfare, Center for Disease Control, Atlanta, Georgia.

The report that follows is organized into four sections. Section I presents a condensed *Overview Summary* of the research text contained in Section II. Section III, the *Action Alternatives*, contains recommendations developed by the NASBE staff. Section IV is an *Appendix*, consisting of Footnotes and an Annotated Bibliography.

NASBE wishes to express its appreciation to Dr. Curtis Van Voorhees, Director of the Office of Community Education Research, School of Education, at The University of Michigan, who wrote the research text.

Grant L. Anderson
NASBE President

November 1976
Denver, Colorado

SECTION I

Overview Summary

The idea of using public school facilities and personnel for more than regular kindergarten through grade 12 education programs is not new, although there is much to be learned about such a *community education* effort.

As Dr. Van Voorhees remarks, Socrates wrote about the importance of an educated citizenry; and, as early as 1810, evening school for adults was made available in Rhode Island. Not until the 1930's, however, when Flint, Mich. physical education teacher Frank Manley initiated evening recreation programs for young boys did the concept of community education really get started.

With financial help from the C.S. Mott Foundation in Flint, Manley was able to experiment with his idea of using the public schools after regular school hours. Bolstered by the need created by World War II to teach specific skills to large numbers of people, the community education philosophy expanded then to include using school facilities for skills training beyond physical fitness and recreation.

Increased citizen involvement during the 1960's produced in the decade following a demand for accountability in education. Lay advisory committees and community councils are more and more having a voice in the direction of public education. Today, school facilities are used in some communities for much in addition to regular K-12 educational programs, including: social and civic functions; health education and physical fitness courses and activities; self-development and interest programs like sewing, art, auto repair and the like.

Dedicated to involving the schools with the community—and the community with the schools—the community education philosophy generally supports the following ideals:

- **Its purpose** is to provide the information, opportunities and expertise necessary for every individual to achieve his/her life goals.
- **All age groups should be involved.**
- **Local citizens should participate as both recipients of services and as participants in decision making.**
- **No single community agency or institution has a right to exclusive control of community education efforts.**
- **Schools cannot be totally effective** until they begin to practice and support activities that recognize the importance of preschool and "family education" on the K-12 student.

There are various problems facing supporters of the community education concept which State Board members may be influential in alleviating. Among them are that:

- such activities usually rank below regular curricula in importance;
- community input in planning and operation is often inadequate;
- many community educators lack proper training for the role;
- education and government leaders may have failed to perceive or accept the validity of community education, especially its impact on the developing child.

All of these problems contribute to one elemental difficulty confronting community education supporters—a lack of money. The author here suggests that education decision makers consider how much of what each separate social agency does—the schools included—is repetitive and unnecessary, and collaborate to eliminate such duplication. He contends that a "master plan" for communities is required and that community education can be integral to its development.

Such cooperative community effort must have the potential for gain for all concerned. Schools are apt to benefit from enhanced school/community relations as well as from possibly improved student achievement results. That is, children who start life with the freedom for educational opportunism are likely to be better students.

According to Dr. Van Voorhees, other benefits likely to be derived are:

- a decrease in school vandalism because of increased use of school facilities;
- possible reduction in school absenteeism;
- a community that is more supportive of the schools—financially and otherwise—may result if schools offer something to members of the community.

State Board Involvement

Reaffirming that American public education is a responsibility of the states, Dr. Van Voorhees argues that state level support of community education is vital. Specifically, he suggests that State Boards:

- **Research, study and observe community education.**
- **Seek the technical and information assistance** available from existing community education centers (a list of such centers can be obtained from the Mott Foundation).
- **Provide financial incentives** to districts that are participating in community education programs.
- **Encourage cooperation between schools and other community agencies.** And encourage involvement through community councils and advisory committees. □

SECTION II

Community Education

By Dr. Curtis Van Voorhees, Director,
The Office of Community Education Research,
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Although it is receiving increasing attention from state and federal education agencies, community education is not, as many believe, a new concept. Neither did it originate with Frank Manley[1] or the C.S. Mott Foundation in Flint, Mich., though both are responsible largely for the current status of community education in this country.

Community education is difficult to define precisely, but it is essentially a concept that supports the broadest range of educational activities for the largest number of people, from a community's prenatal to aged citizens.

The community education philosophy embraces the notion of providing educational, social, health, recreational and other human services to the entire community; and further, it endorses the ideal of community involvement in the operations and possibilities of the schools.

There are as yet untapped uses for school buildings and school personnel; community education envisions a host of adaptations beyond regular kindergarten through grade 12 (K-12) education programs, including, in part:

- adult high school completion courses;
- education interest and personal development courses for adults and children;
- physical fitness programs for all;
- social and civic activities;
- classes in such things as sewing, auto repair and health education.

The schools have a responsibility not only to K-12 students, but to every member of the community. And each individual has a similar responsibility to the schools and to one another that public education officials can and should encourage and support.

The basic concept of community education and the beginnings of many related program components are centuries old. Socrates and other writers of ancient times proposed the basic ideas of community education when they alluded to the importance of an educated and educative community. During Colonial times, the school was used for community as well as formal educational purposes. Adult evening school was made available to citizens in Rhode Island as early as 1810. And several states followed the 1860 action of the Chicago Board of Education and initiated public funding for adult evening programs.

An experiment that was to become a model for modern day community schools began in Flint, Mich., in the 1930's when the ideas of physical education teacher Manley combined with the philanthropy of C.S. Mott. Manley's idea was to use the schools for more than the formal education of children, and that idea was the spark that started community schools. While the processes—even the goals—were sometimes unclear to Manley and to Mott, their willingness to explore the validity of the philosophy of community education through experiment and example formed the foundation upon which today's practices are based.

A new idea for the enhancement of all local citizens through an extended use of school facilities became, after several years of effort, the Flint Community Schools Program. *Community schools* (a school-based operation offering pro-

grams in the schools in addition to the formal grades K-12 operation) *and community education* (a process) are not synonymous; although community schools are often viewed as a part of, or a first step toward, community education. Today, many communities have begun their own form of community schools; yet Flint remains an excellent example of both the history and the practice of community use of public schools for the purpose of individual and collective citizen growth.

Largely through the efforts of the C. S. Mott Foundation, a network of people working in state departments of education, colleges and universities, has been developed whose primary function is to provide service to people desiring to initiate community education systems.[2] As of 1976, this network comprised more than seventy-five institutions and several hundred people across the United States. The services, typically provided free of charge, consist essentially of supplying materials about community education; training staff and involving citizens; assisting to promote the concept of on-site development, evaluation and identification of financial resources; and the other services necessary to establish and support the community school or community education process.

Some Background: 1930—Present

When he first began such programs in Flint, Manley explained the purpose of community schools as "bringing a boy, a ball and a bat together in a place that belonged to the community." A teacher during the depression years, Manley understood and appreciated the relationship between a sound body and a sound mind.

As the concept of community education grew from that of providing equipment and a place for children to play toward the idea that people of all ages have unmet needs that schools could serve, the recognized potential of the concept began to expand. Adults, senior citizens, even preschoolage children became potential participants. Early programming focused primarily on physical activities, hobby classes and social activities; but World War II was to bring about profound changes in that focus.

It became evident shortly after the start of the war that the country lacked sufficient numbers of people with skills in strategic areas of need related to the defense effort. Rapid training of people in areas such as drafting and blueprint reading was vital. There were insufficient colleges and universities to accomplish these kinds of training, and the public schools, with facilities that were used only a few hours each weekday, seemed a logical resource. With defense plants operating 24 hours a day, it seemed logical that the schools also should be kept open around the clock. So, partially as a result of the war, the notion of serving existing individual, community and national needs through programs for people of all ages on a 24-hour-a-day basis in the public schools was recognized.

However, the end of the war brought a new problem that stalled the community education movement. The "baby boom" increased the schoolage population so significantly that it became necessary in some areas to teach in shifts, just to meet the increased demand for K-12 space. Now a facility that had served during the war years as a site for the education of adults and children was used to near capacity by K-12 students alone. Educators began the "building boom" and community education was given low (or no) priority. Sputnik and the subsequent drive by educators in the 1950's to beef up their science and mathematics programs helped keep community education in a position of low priority for the next few years.

Perhaps community education owes its current philosophy more to the 1960's than to any other period. That time of political assassination, student dissent and the Vietnam war brought a new sense of frustration and, conversely, of power to the masses. Student-led demonstrations against the "establishment" included the sympathies and,sometimes, the actions of ever-increasing numbers. While most of

this activity was aimed primarily at the war and the government, the notion of community involvement in education as in other areas was to be, upon reflection, a logical spin-off.

The 1970's have brought, therefore, an increased demand for accountability in education. While the initial demands reflected fiscal responsibility and greater student achievement, the notion that schools belong to and should be directed by the community is gaining acceptance. Community councils, initially rubber stamp in nature, are asking to be included in the planning of the community's education. The people are ready—even anxious—to become involved.

THE 1976 COMMUNITY SCHOOL

The typical community school is a center of adult and child activity seven evenings each week, with such curriculum offerings as hobby classes, courses for adults to complete graduation requirements, high school physical development courses, sewing and art classes and personal development courses.

The community school director who designs and coordinates the program is responsible for staffing and supporting the activities. He also works with an advisory council to assure that, to the best of his ability and authority, the programs offered are appropriate to community desires and needs.

Good examples of active community school programs can be found in nearly every state in the Union. Besides the model extant in Flint, Michigan, excellent examples of community schools can be found in: Estacata, Oregon; Brockton, Massachusetts; Springfield, Ohio; Dade County, Florida; and Boise, Idaho.

While most programs are operated directly through the public school system, their program emphases are not necessarily the same. Some of them focus on the senior citizen, others on adult high school completion courses and still others, on physical activities. Many of them obtain input from local citizens about program direction, and some attempt to involve community resource agencies in the activities.

There is much to recommend today's community school. Attempts are made, within rather limited program boundaries, to serve a community broader than K-12. With decreasing enrollment, school facilities built during the 1950's are being used for community-identified programs. Worthwhile though the programs and outcomes may be, however, most community schools today remain some distance away from the emerging total community education philosophy—and from the realization of the ultimate potential of our educational system.

An Emerging Philosophy

While there is not common agreement on the definition of community education, there seems to be accord on the following six points:

- **Community education should include all age groups.** It is not adult education nor is it preschool education; yet both should be included within its scope of activities. Age level specialists (e.g., adult educators), are not community educators but their special expertise is a vital part of the process of community education.
- **Local citizens must be involved in the process of community education both as recipients of services and participants** in identifying and planning what is offered and how and where it will be presented.
- **The purpose** of community education is to provide the information, opportunity and expertise necessary for every individual to achieve his or her life goals.

• **Community education is not a new program, agency or service; but a** *process* through which people are involved in the planning and implementing of change. While schools are a focal point, no single agency or institution has a right to exclusive control of the process.

• **Schools cannot be totally effective until they begin to practice and support activities that recognize the important effects of preschool and family education in the K-12 student.** Seldom can the public school make up for a poor start. The home and the community are crucial to the success of public education.

• **Community education includes programs to reduce or eliminate ignorance, crime, illness, inadequate housing, prejudice, apathy, malnutrition, unemployment and other common community problems.**

The above by no means exhaust the ideas and ideals inherent in the concept. No community exists that fully practices the community education philosophy, even as briefly outlined here. There are, however, many communities across the country which, if they are able to avoid attempts at control by institutions, agencies or petty interest groups, may one day become models of the community education process. If the purpose of the K-12 public school system is to prepare a child in the skills necessary to become a happy, productive and informed member of society, then we should seriously examine the possibilities in a cooperative effort at community education.

Although no single definition adequately defines community education, in general it is the process of working together to improve the lot of every man, woman and child in the community through planned, intelligent and cooperative effort of all people, agencies and institutions. In short, a common effort for a common cause.

CURRENT PROBLEMS

Community education is not without problems. The list below includes some of the most critical ones, which, if left unresolved, may end the idea before it has really begun. Close scrutiny of school systems where community schools are said to exist reveals the following:

• **Some practitioners, maintain that community education must be programmatic and coordinated by the schools. Others contend that it is a process** and open to any organizational leadership. Agencies enter the struggle for definition and further complicate the matter by pointing out a single phase of programming to illustrate that community education is identical to their efforts.

• **Community education activities rank below most other school-based activities in administrative priority.** The high school is still the most important part of the system as far as financial and human expenditure are concerned.

• **Community education coordinators are typically upwardly mobile (toward the principalship) people who undertake the job with minimal training, obtaining what training and proficiency they can on the job.**

• **Community education depends heavily on income from adult high school completion programs.** Hobby and physical activity classes for adults and young adults are the most commonly offered programs.

• **Although many school districts encourage the formation of community advisory councils** for the express purpose of encouraging community input in planning and operation, the net result most often falls far short of the purpose.

• **The processes of advisory council selection, training and encouragement are not well enough understood by community school personnel,** who lack sufficient training in working with such councils.

• Many administrators and boards of education are not yet willing to share responsibility.

• **The concept of the community educator as a coordinator is not well**

understood and, as a consequence, lacks general acceptance. Some community educators attempt to structure and direct programs that are not only the prerogatives of other agencies, but which can be achieved more effectively by those agencies. Competition begins when the community educator attempts to develop, teach and administer a program that has been considered in the past to be a part of another agency's territory.

- **Education and government leaders have apparently failed to perceive the value of the community education process.** From the governmental point of view, such a system should offer an opportunity for local citizens to participate in the democratic process. Educators have long known that both the family and the community are extremely important influences on the young. The child, in most instances, reflects his environment. Thus, educators should support an environment that aids in the development of a child who is positive about self, family, community and school.
- **The compartmental nature of our social system disallows an overall social plan.** Failing to see the interconnections between health, education, housing, nutrition, employment, self-understanding, physical activity, religion and the myriad other of our life experiences may cause us to miss some benefits that might be ours. If we could but recognize the inherent potential in a cooperative and coordinated community—we could, then, more clearly see the value in the concept of community education.
- **Community education lacks sufficient financial support.** One single foundation (the Mott Foundation) has put more money into the development of community education than the federal and state governments combined. Categorical aid to compartmentalized and uncoordinated activities receives more attention than any plan emphasizing a process of total socialization. More money is spent on a single aircraft carrier or large plane or rocket than has been spent on the realization of the community education ideal to date.
- **The elemental problem in community education is how to build trust between potential competitors for limited resources and convince school professionals and the government that the concept has potential for positive world change. Intelligent verbal support plus money to back the idea are both in short supply; and both are necessary for the idea to grow to reality.**

Strategies for Maximizing Cooperation

Just as a school would be found lacking if built by multiple contractors without any plan, our social "building" is lacking because no plan exists and each participant goes about his work without coordination with others. At every level of government, agencies have been created to resolve various social problems. Long after an agency has done its work or has proven that it cannot resolve the problem, we find that the agency still exists.

The question is obvious—How much of what each agency currently does is repetitive, unnecessary or of low priority? The answer, in too many cases, is likely to be a great deal. Yet, the community education process does not seek to dismantle existing agencies; but only to redirect their activities toward more qualified needs. By generating a master plan that reflects a community's recognized needs, and then redirecting money and talent in a cooperative manner through existing agencies, it should be possible to continually improve the quality of life within that community.

That however, won't just happen. Someone or some group must take the first step. While the schools need not be necessarily the initiators of community education programs, they are in an excellent position to do so. Because they have the status of an institution (i.e., they are an accepted and expected part of community life), they are in a better position to "risk" exploring cooperative

effort with less secure (in the sense of their non-institutional status) agencies. Additionally, the schools have much to offer: facilities, playgrounds, equipment, transportation and a guaranteed population of local residents. *Cooperation must begin with the honest belief that no one will lose in the process.* By offering to share facilities and other important program ingredients, the schools can encourage and offer incentives for coordinated effort; other agencies can recognize the potential benefits to result from cooperation with the schools and are more likely to express interest in such collaboration.

Cooperative effort must involve potential gain for all concerned. By taking the initial risk, the schools gain through improved standing in the community which, in turn, should be reflected in the student population. The child who has grown to school age in a community where all service agencies are working in cooperation, should be a more ready learner. The prenatal care provided a mother should have assured the child of the best possible entry into the world. Agency involvement with the child and the family should assure that the child has the experiences and successes necessary for readiness for formal education. Each agency participant in the community education process should be providing those opportunities and services that they do best.

Community and state governments can aid the cooperative effort by insisting on joint funding plans. The federal government has, in the past few years, included requirements for multiple agency involvement in guidelines for certain proposals (e.g., Model Cities). Often, however, the proposals included requests for funds for several agencies but cooperation never developed. Many agencies took their money and continued independent operation.

Illustration remains the best strategy for encouraging cooperation. While the agency taking the "risk" may find that the initial results are very one-sided, the long range effect likely will be mutual involvement and mutual benefit for both agencies and clients. Incentives offered by the government for cooperative endeavors between schools and other agencies (e.g., parks and recreation departments, "Y's", Boy's Clubs, Planned Parenthood) might lead educators to think beyond their own isolation toward logical involvement with their total communities in yet untried ways.

WHY SCHOOLS SHOULD SUPPORT COMMUNITY EDUCATION

Some of the reasons for schools to support the concept of community education have been discussed previously. The following reaffirms those reasons and adds new ones for consideration:

- **Children who have received appropriate preschool education tend to enter school better prepared** for formal education. Their achievement in school will be improved. This notion is supported by the work of Urie Bronfenbrenner[3] and Burton White,[4] among others. Only a small percentage of our children receive a first rate educational foundation. Community education, properly developed, could increase that percentage.
- **Vandalism in school buildings will probably decrease as community use of facilities increases.** Studies by John Palmer,[5] Willie Ellison[6] and Henry Daniels[7] all have indicated this probability. School vandalism has been estimated by Senator Birch Bayh's (D-Ind.) Subcommittee to Investigate Juvenile Delinquency to cost the country in excess of $500,000,000 per year. Community education can help reduce that amount significantly.
- While all the facts are not yet in, data from the Office of Community Education Research (University of Michigan) indicate that it seems probable that community education will have a positive effect on high school attendance.
- **While research is scant, logic supports the notion that community educa-**

tion should improve voter support of public schools. Carrillo[8] indicates that, as senior citizens perceive that the schools are providing outlets for them, they tend to support school millage issues. The same holds for former high school dropouts who return to school to complete their diplomas through adult high school completion courses.[9]

- **The programs offered through both community agencies and the schools should more nearly reflect the wishes and needs of the local citizens.**

While the preceding by no means exhausts the reasons why schools should become involved in community education, they are significant, and they include sound educational, financial and programmatic grounds for promoting community use of schools. The greatest single reason—that we all learn from example—remains to be tested. Whether we relate our actions to a few individuals, a community, a state, nation or the world, those actions speak louder than our words. When the educational system, which is the very foundation of our country, acts in isolation from its community, it promotes the notion of noncooperation, of isolation, of uncoordinated, unplanned and disjointed action with no apparent goal or reason except self-service.

The educational system of the United States has the responsibility to illustrate cooperativeness, mutual planning and democratic decision making, by its own acts and to promote those ideals through its teaching. Democracy cannot work without education; and education will not be effective unless it operates democratically. That means cooperative, shared and planned action for its continual improvement.

A PHILOSOPHICAL IDEAL

A brief picture of what the community education process might look like in practice is described here. Such a community does not yet exist; but it could—today.

The focal point for the coordination of action planning is a carefully selected *primary community council* of about 20-30 active and five to 10 apprentice members. Council members have been democratically selected and are fully representative with respect to sex, age, race, religion, geographic location and other such population characteristics.

Members serve staggered one- or two-year terms and cannot serve on the council for more than two consecutive years in three. Each council member must serve an apprentice or break-in period of from four to six months before becoming a voting member. The function of the primary council is to establish priorities for and to plan community study and action. Supporting the primary council are small special interest task forces whose specific purposes are to provide information to the primary council. Needed action recommendations are priority listed by the council and sent directly to a *coordinating board* for action.

The coordinating board is made up of representatives from all the service organizations in the community. Its chairperson is employed by the community and answers to the primary council. The function of the coordinating board is to plan and implement, through existing structures whenever possible, actions to address the recommendations of the primary council. Problems of turf, recognition and funding are worked out to mutual satisfaction by this board. Ideally, such difficulties will seldom arise because each activity typically involves more than one agency. Much less time is spent lobbying for funds because budgets are commingled, and competition focuses more on how well each agency can meet service expectations, rather than how much ink one can get in the local newspaper.

Each agency in the community retains reasonable autonomy, holding pride in what it does, and each year, it becomes more evident that the program is successful. Everyone understands and supports the synergistic process that has fostered this

success; and perhaps most important, involved agencies and the community are pleased with the results.

Because of these cooperative efforts, the community has a potentially successful plan. It includes, but is not limited to, the following goals:

- **Every potential new parent,** at a time when it is most desirable, will have access to and be encouraged to participate in programs designed to inform him/her of the steps necessary to most adequately assure that his/her children will get the best possible start in life.
- **Every child** will be provided the opportunities for life experiences suited to his/her own special maturation needs. Parents will be encouraged to participate in these experiences and to become a continually more positive influence in the child's early years.
- **The community** will understand and accept its responsibility for the positive growth of every person in the community.
- **Every person in the community will have the opportunity and be encouraged to pursue his or her own positive life goals through community based education *at any time in his/her life*.**
- **Opportunities will be provided for every person** and all will be encouraged to participate in programs of physical fitness designed for individual stages of physical development.
- **Opportunities for intellectual and personal growth** will be made available to people in all stages of personal and intellectual development, regardless of personal financial resources or life situation.
- The community will plan and underwrite programs for cultural and social enrichment and make them available to all people.
- **Community resources, including facilities, will be used as fully as possible to support all community approved activities.** Sharing of community-owned facilities is an expectation and no single organization may abridge that expectation.

The above goals reflect the general notion that this community is unique in two areas—*planning* and *sharing*. It is constantly striving to reduce apathy through involvement. Not only has it provided opportunities for growth for everyone, but perhaps more important, everyone is *encouraged* to take advantage of those opportunities. No individual or group is allowed continuous control; and all are encouraged and expected to participate. Terms of service (control) are limited but personal opportunity is not.

The community makes use of existing knowledge. Special emphasis is placed on children in the first three years of life. The schools are better because they are aiding and encouraging community emphasis on the "early years." Every person believes he is—and, in fact, he is—a part of the decision making process of the community.

The community makes excellent use of the talents and services of the State Board; the cooperative efforts between the school and community agencies is extended to county and state agencies as well. The same spirit of cooperation begun on a local level is extended to the state level with a resultant increase in services and success.

The community still has higher and lower socio-economic levels. However, the distance between the high and the low is narrower; and everyone has a more honest chance to reach his/her potential.

THE ROLE OF THE STATE BOARD

State Boards of Education have traditionally been involved in financing schools, giving program direction to schools, and helping promote better ideas within districts to which they have delegated responsibility for operating schools (local

control). While the latter delegation has been a noble gesture, it has often put local districts in the position of once again inventing the wheel.

Growth typically requires that one be able to separate one's self from personal prejudices in order to deal effectively with logic and fact. The fact is that local issues are often so volatile—so saturated with emotion—that local boards are most often faced with survival rather than growth.

Whether the public education system will grow—will move forward—is dependent upon the action of the states. Education is the right and the responsibility of the states—an obligation they cannot dismiss by delegation to local districts. Community education—its process, programs, financing and structure—will not become a reality until it has the support of the states. Federal financial support will be helpful in the early years, but state support is vital.

State Boards have only to examine the research on learning to understand that no educational system can hope to accomplish its important ends by dealing in isolation with only K-12 students. Old and emerging government systems around the world increasingly are recognizing the importance of the family unit, including the aged and children in the preschool years. While our goals may not be similar to many countries, we must certainly recognize that our schools cannot continue to deal with an age range as narrow as K-12; nor can we operate without local involvement.

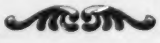
Our strength is also our weakness. Our desire to await the vote of the people seems constantly to place our actions behind our knowledge. When proper incentive and assistance is given, we can and will grow rapidly.

State Boards of Education can move education and life style ahead several decades over the next few years by providing the financial and technical assistance to move American schools from K-12 educational programs only, to a birth-to-death educational process. Without the intelligent support of State Boards of Education, the potential of community education in America may never be recognized.

It is suggested that State Boards of Education:

- **Research** the areas of learning and human growth and development.
- **Study and observe** community education with particular emphasis on process and research.
- **Obtain assistance** from existing community education dissemination centers (write the C. S. Mott Foundation for information).
- **Provide financial incentive** to districts for participation in community education programs.
- **Encourage positive community involvement** in education through community councils that are representative, not homogenous in nature.
- **Encourage cooperative effort** between schools and community agencies.

Because the state has Constitutional power to control education, it can afford to be the "risk-taker." Coordinated, researched, intelligent action is required; and State Boards have the potential to create a new and better learning environment through emphasis on and educating for the community education process. A better world awaits those willing to try.



SECTION III

Action Alternatives

NASBE Staff Recommendations To State Boards of Education

The notion of community education and the multiuse of school facilities, while not, in fact, a new idea, suffers from a lack of understanding by many in the educational community and the general public as well.

People are not particularly anxious to put money into a concept they poorly understand, under any set of circumstances. But when confronted with program cuts in a time of general fiscal malaise, many educators fear that community education may not be viewed as important enough to save. Dr. Van Voorhees discusses several points that favor supporting the community school concept, including:

- **potential reduction in school violence and vandalism;**
- **fiscal support of the schools by the tax-paying public,** if they are able to use school buildings and personnel;
- **increased citizen participation** in the democratic process, at least as regards education in this country.

Other factors to be considered are: the possibilities for a sensible use of teachers presently unable to find work in education; and the development of innovative educational practices in a setting that does not threaten basic education for American school children.

In the past, it has been NASBE policy to present alternatives for State Board action relative to the issue(s) discussed in these *Imperative of Leaderhsip* series. The staff, however, recognizes that much needs to be learned about the specifics of State Board involvement in community education.

Therefore, NASBE has submitted a proposal to United States Office of Education (USOE), Division of Community Education, to study the implications of multiuse of school facilities and the State Board's particular role in that concept. This study, expected to be completed by early summer, 1977, will include these components:

- **an analysis of State Board-initiated policies,** regulations, guidelines and programs regarding community education;
- **the conduct of a regional or special meeting** to share the results of that analysis; and publication of information relating to community education in NASBE's monthly newsletter, FOCUS;
- **the development of a discussion process** among State Board members;
- **an analysis of a small sample of state statutes** and state and local board policies and regulations to determine possible impediments to school facility multiuse. Such restrictive statutes and policies will be identified, and recommendations will be made as to how they might be changed.

In view of this impending study, the NASBE staff defers from making specific alternative action recommendations at this time. Dr. Van Voorhees' recommendations are logical ones that we support. □

SECTION IV

Appendix

Footnotes

[1]Frank Manley was a physical education teacher in Flint, Mich., during the 1930's and is responsible for initiating community education in that city. The C. S. Mott Foundation provided funds for Manley's idea and has since become the leading proponent of community education as well as its largest single benefactor.

[2]Information about community education services and service institutions can be obtained by writing the C. S. Mott Foundation, 510 Mott Foundation Building, Flint, Michigan 48502.

[3]Urie Bronfenbrenner, "Is Early Intervention Effective?" (Ithaca, New York: Cornell University, unpublished).

[4]Burton L. White, *The First Three Years of Life*. (Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1975).

[5]John Palmer, "A Study of the Community Education Program As a Determent of Violence and Vandalism in the Alma Community." (Ann Arbor, Michigan: The University of Michigan, 1975, unpublished).

[6]Willie Ellison, "An Analysis of the Impact of Community Schools on the Reduction of School Vandalism in a Selected District." (Ann Arbor, Michigan: The University of Michigan, 1974, unpublished).

[7]Henry W. Daniels, "Vandalism: A Comparative Study of Some of the Effects of Community Education in Public Schools." (Florida: Florida Atlantic University, 1976, unpublished).

[8]Tony S. Carrillo, "Exploratory Study of the School Bond Voting Behavior of Senior Citizens." (Wayne State University, 1970, unpublished).

[9]Geraldine Irene, *A Study of the Perceived Effects of an Adult High School Diploma on the Graduate: Self-Concept, Attitude Toward Education, Involvement in Community Activities and Occupation*. (Ann Arbor, Michigan: The University of Michigan, 1974, unpublished).

Annotated Bibliography

Biddle, William W. and Loureide J. Biddle. *The Community Development Process*. New York: Holt, Rinehart and Winston, Inc., 1966.

This book is a description of real events in rural and urban settings carried out under the skilled direction of the Biddles. They not only tell us that man is capable of dealing with the evils of ignorance, poverty, poor health, inadequate housing and other social problems but show us, through real experiences, how it can be done. For those interested in helping man help himself, this book is a required text.

Bronfenbrenner, Urie. "Is Early Intervention Effective?" Ithaca, New York: Cornell University. (Unpublished Paper.)

A variety of early intervention (e.g., Headstart programs) were researched and reported in this paper. Bronfenbrenner gives the reader an excellent look at the potential of several preschool programs.

Carrillo, Tony S. "Exploratory Study of the School Bond Voting Behavior of Senior Citizens." Unpub. Dis. Wayne State University, 1970.

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A discussion of the role the school can play in community education: agency involvement, the process of community education and some reasons why the schools should help initiate community education.

Hoffer, Eric. *The Temper of Our Time*. New York: Harper and Row Publishers, 1964.

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Irene, Geraldine. "A Study of the Perceived Effects of an Adult High School Diploma on the Graduate: Self-Concept, Attitude Toward Education, Involvement in Community Activities and Occupation." Unpublished Dissertation. Ann Arbor: The University of Michigan, 1974.

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A discussion of what research tells educators that so far is ignored, together with practical guidelines for education in the future.

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Seay, Maurice F. "The Community-School Emphases in the Postwar Period." *American Education in the Postwar Period: Curriculum Reconstruction*. Chicago: University of Chicago Press, 1945.

Slater, Phillip. *The Pursuit of Loneliness*. Boston, Mass.: Beacon Press, 1971.

A searching discussion of man's need in a technological society together with thoughts on futurism and planning that have real implications for education.

White, Burton L. *The First Three Years of Life*. Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1975.

An indepth look at nearly 20 years of research on the first few years of life. White's information has serious implications for education, not least of which would be a complete revision of our system.

Monographs

Office of Community Education Research. *The Community School Director*, Vol. 1, No. 1. Ann Arbor: The University of Michigan, 1975.

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The above series of monographs are a compilation of information and research on community education compiled by the staff of the Office of Community Education Research at The University of Michigan, Ann Arbor, Mich.

Note: For a complimentary copy of a bibliography entitled "EXISTING STUDIES IN COMMUNITY EDUCATION," write: Director, Office of Community Education Research, The School of Education, Room 3112, School of Education Building, The University of Michigan, Ann Arbor, Michigan 48109. □

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